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RELATION OF THE UNITED STATES DEPARTMENT OF
AGRICULTURE TO THE AGRICULTURAL COL-
LEGES AND EXPERIMENT STATIONS

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RELATION OF THE UNITED STATES DEPARTMENT OF AGRICULTURE TO THE AGRICULTURAL COLLEGES AND EXPERIMENT STATIONS.¹

By B. T. GALLOWAY,

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In any discussion of relationships between the Department of Agriculture and the State agricultural colleges and experiment stations we must necessarily deal with general principles. I shall therefore submit without undue argument certain principles as a basis for discussion, with the understanding that they are not final, but are more in the nature of suggestions for mutual understanding in the interest of agriculture as a whole.

The primary interests of the Department of Agriculture lie in the fields of research, extension service, and regulatory matters. The primary interests of the agricultural colleges and stations lie in the fields of research, education, and extension. It thus appears that in the field of interstate regulatory matters, such as have to do with the inspection of meats and other food supplies, questions of quarantine, including animals and plants, protection against adulterants and misbranding, etc., the department has practically a clear field. Even here, however, there is room for close relationships with State institutions in the matter of bringing about uniformity of action in the securing of laws and the enforcement of the same. As the land-grant colleges and State experiment stations are only incidentally concerned in such matters, we may pass the subject with nothing more than a reference to the need for unification of effort. The agricultural colleges, on the other hand, have a clear field in the matter of educational work, using the term "education" in the somewhat narrow sense of teaching adults through regular, prescribed courses of study.

The department, the agricultural colleges, and the experiment stations are mutually interested in research and extension, and it is to these lines of work in particular that our principles should apply. Under existing organization, the States, by virtue of Federal and State authority, are empowered to do all the things that the department is empowered to do in the direction of research and extension. The inability of some of the States to do this work as thoroughly as others is due to lack of men and means rather than to lack of author-

¹ An address delivered at the meeting of the Association of American Agricultural Colleges and Experiment Stations, Nov. 14, 1913.

ity. The Federal Government, owing to its close relations with the Congress and the fact that the funds appropriated for its activities do not represent a direct tax, has been in a better position to secure appropriations than the States, and hence has advantages in this respect. The States, on the other hand, are, or should be, in closer contact or sympathy with the farmers within their respective borders and should be helped in every way to hold this sympathy and support. The problem is to bring about close and cordial relations, to strive at all times to keep the fields of endeavor defined through personal contact and mutual understanding on the part of the workers, and to develop a spirit of sympathy and helpfulness through actual constructive effort rather than through theoretic and academic discussions.

I will now endeavor to briefly set forth the leading principles which it would seem necessary to keep in mind in establishing relationships mutually helpful to all the institutions involved and in bringing about conditions making for the greatest good to the people for whom these institutions were established and are now maintained.

(1) The States receiving Federal moneys should now and hereafter recognize that the Department of Agriculture has responsibilities as to the proper expenditure of these moneys and must render an account to Congress and to the people when called upon to do so. In other words, if the States seek and secure Federal funds, they should be willing to join with the department in developing and maintaining high standards of work and high standards of economy and efficiency in administration.

(2) As a prerequisite to the future progress of agriculture in this country, the colleges, the experiment stations, and the Federal Government should recognize that research is fundamental. The Department of Agriculture should concern itself with the broader regional problems in research, the States in general with the more restricted or local problems, and the colleges should be given an open field to develop an investigational atmosphere and to train research men. The field of research is so broad, the problems so numerous, and the present training so inadequate that we can hardly consider ourselves as having really entered upon the field.

(3) Next to the discovery of truth through investigational effort is the problem of making it useful and applicable to the everyday affairs of life. How best to democratize our discoveries is the problem we have now to consider. We submit in this principle (*a*) that the land-grant college is the institution within the State best equipped to handle the work; (*b*) that all work grouped under the general term "extension service," whether Federal or State, should be handled through such colleges; and (*c*) that, when Federal funds are involved, the work should be projected on purely cooperative lines, with the leadership centered in the college.

To lay down principles is comparatively simple and easy; to outline a plan for making them effective is more difficult. By any process the change must be slow. It will have to be by evolution. It can never be by passing laws and issuing pronunciamientos. Beginning where I am most familiar, I am convinced that we can not have that close and sympathetic relationship with the States without material modification of the organization of the Department of Agriculture.

Under our present organization we lack the power to coordinate. This difficulty exists in the department to a less degree, perhaps, than in most colleges and stations, but it exists nevertheless and should be remedied. In the early days of the department's work, when its organization was on a divisional basis, there was little need for coordination of effort. When the department, about 12 years ago, enlarged its opportunities by organizing on the basis of bureaus, there was relief for a time, as the field was broad and was not fully covered by any one branch of the department. As the work of the department has grown, however, it has become more and more evident that there is a lack of elasticity, an insufficiency of latitude in undertaking and putting through important projects. The department has also been more or less handicapped in its efforts toward coordination, especially in matters of research, through the enormous amount of regulatory work that has been thrust upon it. Of all the money now appropriated for the use of the department, aggregating nearly \$24,000,000 annually, nearly two-thirds is expended under the law for regulatory service. Regulatory work such as must be conducted by the department and research are incompatible. One is bound to suffer at the expense of the other, and as a rule research must give way to police duties. The large amount of regulatory work and the increasing demands for phases of extension work have made it difficult to bring about centralization of effort in a number of fields, and thus the bureaus have been left to work out their own plans, each without very much regard to what the other is doing, and I might say to what the country is doing. To this condition, which is patent to everyone who is familiar with the department, is due many of the difficulties we have experienced in the past in the matter of establishing and maintaining proper relationship with State workers. Young men come into the department, and before they have been properly trained go into the States and without knowledge of, and sometimes without full regard for, what the States have done and are doing, make statements and undertake lines of work which under proper supervision would not be permitted.

As a first step, therefore, in the direction of placing the department in a position where it can render the best service to the country and at the same time extend that sympathy and helpful support to the States which they require, it is believed that the existing bureau

organization should be changed and that in lieu thereof we should develop an organization according to service rendered. This would tend to remove the lines of division between bureaus and permit the grouping of all of our work on a project basis. It would mean that we should have in the department an organization involving five or six main groups, such as a research service, a rural-organization service, a State-relation service, a weather service, a forest service, and a regulatory service.

Under the research service we would group those lines of activity having to do with plant industry and animal industry, agricultural surveys, soil physics, and chemistry, entomology, and nutrition. Close points of contact would be immediately established between the men engaged in research work on crops and those engaged in research work on animals. The various surveys would be made to fit in with projects having to do with crop production, the industrial utilization of plant products, the utilization of animal products, etc.

The rural-organization service would deal with questions of organization for social purposes, for production, for marketing, or for purchasing, rural finances, farm credits, farm accounting, farm insurance, land tenures, etc. It would also deal in general terms with the fundamentals of rural education, agricultural forecasts, and estimates (or crop reporting), rural sanitation, farm management, and home management.

The State-relations service would endeavor, by the exchange of project plans, the organization of committees, and team work generally, to extend and broaden the relations between the department, the State agricultural colleges, the State experiment stations, and other State institutions doing agricultural work. The general planning and coordinating of all of the extension-service work would fall within this group of projects.

The Weather Service would remain practically as it is to-day, with the exception that the agricultural climatological work would be handled under the research service.

The Forest Service would be an administrative organization having for its object the maintenance, protection, and management of the National Forests. It would also handle such questions as may be involved in the acquisition of lands and the protection of navigable streams.

Under the regulatory service would be grouped the various important lines of work now scattered throughout the entire department, including the enforcement of the food and drugs act and the enforcement of the meat-inspection laws, the handling of serums and viruses, insecticides and fungicides, plants and seeds, animal and plant quarantine matters, the inspection of export animals, game protection, grain standardization, cotton standardization, and similar lines of work.

The basic idea running through this plan is coordination, the development of a feeling of mutual interest, and the encouragement of team work all along the line.

Experience has led us to believe that the development and organization of work along comparatively small units, each unit being more or less interrelated with other units, will bring the highest and best results, not only in research but in the application of research. All of our institutions are more or less prone to follow the idea of grouping activities according to methods rather than according to objects to be accomplished. We are coming more and more to understand in the department that any attempt to establish arbitrary divisional lines between branches of work will eventually lead to stagnation and frequently to actual conflict of interests. In all such cases where arbitrary divisional lines are established and maintained, the personnel must spend a considerable part of their time in policing their domains. We are all prone to wall ourselves in or attempt to wall others out, and the construction and defense of walls takes both time and money and achieves no useful purpose.

To bring about the changes I have here discussed will require continuous and concerted effort on the part of leaders in the department and in the colleges and stations. We must needs reach a basis for action or secure some sort of uniformity of understanding as to a proper starting point. It is believed that this starting point should be the adoption of some uniform scheme of organizing our work on the basis of projects. We have had this plan in use in the department for several years and it is gradually being improved. We find that it has a constant tendency to bring about clear thinking on the part of the men. It enables us to secure clear-cut plans for a piece of work, supplies officers with numerous plans in order that those most important at a given time may be authorized, enables administrative officers to check up the plans of leaders and prevent their undertaking too much or not undertaking sufficient work, aids materially in adjusting relations between administrative officers and project leaders and between project leaders in charge of related phases of work, removes in a large measure the opportunities for the duplication of work, and serves as a most valuable basis for judgment in the appropriation and allotment of funds. The plan, furthermore, is most useful in that it protects the prior rights of project leaders and insures that proper credit shall go to those workers entitled to the same. It has had a material effect in the direction of facilitating cooperation and the continuation of work. Our project plan is now so far perfected that we can present to Congress, or to any committee, organization, body of men, or individual, specific statements as to the cost of all of our activities. It is also practicable, from these detailed statements of cost, to prepare a complete budget for any particular bureau of the department or for the department as a whole.

Referring to the statement previously made that the laying down of principles is comparatively simple and easy and that to make them effective is more difficult, it is believed that, in order to effect some practical arrangement for developing closer relations on the part of the department and the colleges and stations, steps should be taken for the appointment of a few committees which might serve a very useful purpose in this connection. I offer the suggestion, therefore, that there be appointed (1) a committee on relations of the department and the colleges and stations, (2) a committee on projects, and (3) a committee on publication of research. I believe that all three of the committees here suggested should be made up of representatives from the colleges and stations and the department.

The committee on relations should meet several times a year at the call of the Secretary of Agriculture and discuss the broader questions of relationship. It should be empowered to arrange from time to time meetings of interested workers representing the institutions involved. These meetings should be for the purpose of enabling the related workers to become acquainted, to discuss their respective lines of work, and to arrange questions of cooperation through mutual understandings. It is believed, furthermore, that opportunity should be afforded the committee on relations to appear each year before congressional committees and present in concrete form the progress and work of the colleges and stations at the same time that the work of the department is being presented.

The committee on projects would function in an advisory way, first in the development of a plan for unity of action in project statements for the activities of the colleges, the stations, and the department, so far as these activities relate to research and extension service. This committee should also have for its function the bringing together of the projects of all the institutions involved in order to arrange for a system of exchanging projects, similar to the exchange system now in vogue in the department between the different bureaus, or that may be in vogue in some of the stations between different departments of such stations.

The committee on publication of research should be an editorial committee authorized to pass on all research papers submitted for publication in the Journal of Agricultural Research recently established. Three members of this committee have already been appointed and have assumed charge of the Journal so far as the department is concerned, but there should be two additional members, one representing the agricultural colleges and another representing the experiment stations. It is needless to say that the functions of this committee are of the highest importance and that only men known to be thoroughly competent to judge properly the actual findings in research should serve.



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